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IDENTIFIERS *ELEMENTARY SECONDARY EDUCATION ACT TITLE I PROGRAM, ESEA TITLE I PROGRAMS, NEW YORK

ABSTRACT

THIS REPORT COVERS THE EVALUATION OF STATE EDUCATIONAL ASSOCIATION SERVICES TO LOCAL EDUCATIONAL ASSOCIATIONS, PROJECT OBJECTIVES, STAFF DEVELOPMENT AND UTILIZATION, AND PROGRAMS FOR PRIVATE SCHOOLS AND HANDICAPPED CHILDREN. AMONG THE RECOMMENDATIONS WERE THE FOLLOWING: THE USE OF PARAPROFESSIONAL PERSONNEL TO COVER THE SHORTAGE OF PROFESSIONALS; APPROPRIATION OF ALLOCATIONS AT LEAST BY THE SPRING OF THE SCHOOL YEAR IN ORDER TO ENSURE EFFECTIVE AND EFFICIENT PROGRAM IMPLEMENTATION; AND, THE URGING OF PLANNERS FOR THE MORE CAREFUL PREPARATION OF FORMS SO THAT DELAYS BETWEEN PROJECT SUBMISSION AND FINAL APPROVAL COULD BE OBVIATED. TABLES OF STATEWIDE DATA PRESENTED INCLUDE AVERAGE DAILY ATTENDANCE AND ENROLLMENT FOR PUBLIC DAY SCHOOLS, HOLDING POWER FOR SELECTED PUBLIC SCHOOL DISTRICTS PARTICIPATING IN TITLE I PROGRAMS COMPARED WITH ALL PUBLIC SCHOOL DISTRICTS IN THE STATE, PERCENTAGES OF 1965 AND 1966 PUBLIC DAY SCHOOL GRADUATES ENTERING INSTITUTIONS OF HIGHER EDUCATION, AND STANDARDIZED TEST RESULTS. (KG)

ED036585

ELEMENTARY AND SECONDARY EDUCATION
ACT OF 1965 - TITLE I

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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The New York State Annual Evaluation Report for 1966-67 Fiscal Year

Programs for Disadvantaged Children

This report was filed with the U.S. Office of Education in partial fulfillment of the requirement of the Elementary and Secondary Education Act.

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Albany, New York 12224
Division of Evaluation
December 1, 1967

VD 009 533

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INTRODUCTION

The Second Year of Title I, ESEA, in New York State

Highlights

A major impact of Title I in New York State is the increased sensitivity to the individuality of children, particularly the disadvantaged. The organizational problems of the first year were replaced by attempts to clarify the problems of educating disadvantaged children. Staff development activities were designed to increase effectiveness in working with disadvantaged pupils. In addition, curriculums developed at both State and local levels emphasized the culture of the disadvantaged child. Programs tended to be concentrated in the early childhood years, with the goal of increasing experiential background, thus preventing educational lag rather than simply curing it.

The mobilization of education for the Title I cause brought about a greater understanding between public and nonpublic school officials, resulting in increased awareness of the needs and problems each face; within existing legislation means were found for mutual cooperation.

A serendipitous effect resulted from the climate established under Title I, in that it was not only target children who benefited. Inservice training programs are the most obvious example of this "spread of effect." Teachers trained to understand the problems encountered in educating the disadvantaged student are very likely also to improve the overall quality of their teaching.

The most effective approach in educating deprived children, regardless of the scope or specific nature of the program, was small group and individualized instruction. Reports from throughout the State indicate that increased emphasis on this approach is anticipated.

Special Programs

Administrators of Title I programs for the handicapped report satisfaction with the accomplishments achieved. While many cited the shortness of the projects as a limitation on effectiveness, most were able to demonstrate measurable gains in student performance. Prominent among the gains registered was a marked improvement in the social adjustment of students attributable to improved student-teacher ratios and enriched experiential training. Handicapped students were exposed to a variety of experiences ranging from camping to specialized vocational training. Twenty-six school districts participated in the State-administered program for migrant children. Although a complete analysis has not yet been made, average group gains range upward to seven months in reading and six months in arithmetic in programs extending from three to eight weeks. Summer programs for 4,586 neglected and delinquent children were conducted on institutional grounds by thirty-eight local school districts. Teachers participating in these institutional programs felt that small group and individualized instruction was most effective for maximizing gains in academic, emotional, and social areas.

Student Participation

A total of 647,685 public and 90,789 nonpublic school children participated in Title I programs conducted in 743 districts during the regular school year. The distribution of children by grade groupings is as follows:

	Pre-K	K	1-3	4-6	7-9	10-12	Non-graded	Total
Public	25,650	23,082	225,852	211,970	96,604	55,766	8,761	647,685
Nonpublic	--	2,827	31,403	30,483	21,761	3,630	685	90,789

In summer programs, a total of 158,015 children were served in 370 districts grouped by grade levela as follows:

Pre-K	K	1-3	4-6	7-9	10-12	Non-graded	Total
21,923	4,490	40,524	49,583	27,016	13,365	1,114	158,015

Staffing

The table below presents an estimate of the total number of staff members funded under Title I during 1966-67. The estimate is based on a projection from reports of districts whose total Title I funding is 78 percent of the State allocation. It is estimated that 34,061 full-time and 6,324 part-time new staff positions were funded under Title I. Of these totals, 20,067 full-time and 1,888 part-time positions were funded for summer school programs.

	At any time		Summer	
	Full-time	Part-time	Full-time	Part-time
Teachers:				
Pre-K, K, Elem., & Secondary	16,017	3,440	7,773	1,186
Other Professionals:				
Librarians, pupil personnel staff, administrators	3,727	1,381	1,926	427
Teacher Aides	9,527	374	7,817	37
Other Professionals:				
Library aides, clerical staff, food & transportation, custodial staff	3,455	759	1,806	217
Teachers for handicapped children	1,335	370	745	21
Total No. of Staff Members	34,061	6,324	20,067	1,888

Organization of Report

The report which follows fulfills the obligation of New York State to file an annual evaluation report with the United States Office of Education. Accordingly the organization of the report follows the INSTRUCTIONS FOR STATE ANNUAL EVALUATION REPORT, TITLE I, ESEA, FISCAL YEAR 1967, and is in three sections:

Section 1: State Summary of Title I, ESEA, for Fiscal Year 1967

A guide for the State Summary was included in the Instructions. For each topic listed in the table of contents for this section, the question or series of questions appearing in the federal guide is stated and the response provided by New York State immediately follows the question.

Section 2: Tables of Statewide Data

(a) Table 1. Average Daily Attendance and Average Daily Enrollment

(b) Table 2. Holding Power

(c) Table 3. High School Graduates and Percent Entering Institutions of Higher Education

(d) Table 4. Standardized Test Results
(In lieu of a table of statewide test results, the report of the Regents Examination and Scholarship Center, Division of Educational Testing, on the Test Results of the 1966 Pupil Evaluation Program is submitted.)

Section 3: Descriptions of Several Exemplary or Innovative Title I Programs in New York State

Documentation

Section 1: Information included in this section is based on:

(a) reports from 94 percent of the participating school districts representing 98 percent of the State Allocation; and

(b) responses from all Education Department units reviewing and evaluating Title I project proposals and programs.

Section 2: Information concerning attendance, drop outs and continuing education was compiled by the State Bureau of Statistical Services from reports submitted to the Department by the Chief School Officers of each school district. The report on

the 1966 Pupil Evaluation Program is based on test results of all students in the State in grades 1, 3, and 6 in both public and nonpublic schools.

Section 3: The programs described in this section were selected as exemplary or innovative by the supervisory and field personnel of the State Education Department.

The document was coordinated and prepared by Elsie L. Finkelstein, who is responsible for the State evaluation of Title I programs.

Lorne H. Woollatt
Associate Commissioner
for Research and Evaluation

SECTION I: State Summary of Title I, ESEA, for Fiscal Year 1967

I. MAJOR ACHIEVEMENTS

It is the opinion of the professional staff in the New York State Education Department that the major achievements under Title I can be classified under two general headings which are not mutually exclusive:

A. Increase in awareness
B. Expansion of services

Increase in Awareness. It is becoming more generally accepted in education circles that the educational lag of the economically disadvantaged child can be alleviated by increasing the experiential background of the child at an early age and by attempting to prevent the lag, not just to cure it.

In support of this perception, sixteen year-round and fifty-three summer prekindergarten classess were initiated in 1967-68. Sixty percent of the 694 districts in the State with Title I programs conducted reading programs concentrated in grades 1 through 3.

Local educators are tending to accept the tenet that reading proficiency is a prerequisite for increased achievement in all academic areas. As evidence, in 1966-67, ten percent more school districts initiated regular school year reading programs than in 1965-66.

In addition, there is some evidence that the "Title I type" child is being regarded as one whose cultural background is much different from that of the "average" student or teacher. Thus, staff development activities were designed to increase effectiveness in working with disadvantaged pupils. During the 1966-67 academic year, teachers, administrators, and liberal arts graduates who were interested in teaching in target schools were awarded grants to attend programs at Yeshiva University and Brooklyn College to prepare them better to work in schools serving substantial numbers of disadvantaged children.

Yeshiva University and the State Education Department's Bureau of Inservice Education held a conference for approximately 200 selected staff members of colleges and universities in the State which prepare teachers to work with disadvantaged youth. The purpose of the confernece, held in April, was to identify and disseminate effective elements of preservice and inservice training programs, leading to the improvement and developemnt of more effective programs for teacher training at the local level.

Curriculums developed at both State and local levels placed emphasis on the culture of the disadvantaged child. In particular, the Bureau of Secondary Curriculum Development of the State Education Department published Experimental Materials for a Course in Seventh Grade Mathematics—Adapted for Disadvantaged Students.

Expansion of Services. Instructional services were expanded through teacher aides. A number of local educators have been concerned about the amount of time teachers must devote to routine clerical tasks. The provision of teacher aides has permitted teachers to delegate much of this

"paperwork" and give more of their time to individual students or small groups needing special help. In 1966-67, four percent more school districts than in 1965-66 reported the provision of teacher aides as a major area of emphasis. The number of teacher aide positions funded under Title I increased from 3,320 in 1965-66 to 9,527 in 1966-67.

The number of school librarians increased from 3,500 in 1963-64 to 4,000 in 1966-67. In 1963-64, 40 percent of the elementary schools of New York State did not have central libraries. By 1966-67, this percentage had been reduced to 31.

Eighteen percent of the reporting school districts included pupil personnel services as a major area of emphasis in their overall Title I programs. Beginning vocational programs were provided for delinquent institutionalized girls as summer session elective programs. Regular school year programs were extended to include unwed mothers and designed to prevent drop outs and to shorten the loss of instructional time caused by pregnancy.

In the area of the handicapped, additional teaching staff at a school for the blind permitted increased instruction in orientation and mobility. One of the schools for the blind set up a study center for blind public school students.

There is some evidence of increased community awareness that programs designed to aid the educationally disadvantaged student are an essential part of the school's curriculum. In several districts whose allocations were decreased from fiscal 1966 to fiscal 1967, local funds were provided to continue programs originally funded under Title I.

II. DESCRIPTION OF ACTIVITIES AND METHODS

A. SEA Services to LEAs

In the State Education Department, approximately 50 professional staff positions are funded under Title I, ESEA. Besides the Coordinator, the three Associate Coordinators, and two Assistants in the Title I, ESEA, State Office, these positions include supervisory personnel in the subject matter areas such as reading, mathematics, language arts and occupational education and in the areas of early childhood education, pupil testing, educational communications, physical education, curriculum development, inservice education, finance, research and evaluation. The services of this entire professional staff as well as those of other Department staff are continually available to local school people to assist them in project development, implementation, and evaluation. The consultative services of the Department staff in project development included the following:

1. Interpretation of guidelines (both State and Federal)
2. Help in the identification of needs
3. Exploration of resources available within the local school district
4. Assistance in establishing priorities
5. Planning for effective utilization of local facilities
6. Guidance in the purchase of equipment and materials for instruction
7. Assistance in designing program evaluation

Additional direct services in project development and implementation were provided by informal group conferences with Boards of Cooperative Educational Services. Regional and zone workshops were conducted by specialists of the Education Department in conjunction with the efforts of local school districts.

In October 1966 school districts whose allocations exceeded $200,000 were invited to participate in a meeting designed to assist them with project implementation.

The presentations at the second Statewide Reading Conference held April 2-4 were designed to inform local reading teachers and administrators about implementation of exemplary programs and provide guidance for them in the planning of future programs. This conference served dissemination also, since a portion of it was devoted to reports of on-going reading activities funded under Title I.

In March, the State Education Department sponsored a conference entitled: Low Achievers in Mathematics and Title I, ESEA Conference. Portions of this meeting were devoted to suggestions for project development and implementation, curriculum approaches and teacher training. Another part of the program was devoted specifically to dissemination of information about on-going Title I mathematics programs in the State.

Various bureaus in the Department have compiled literature in their special areas to encourage the development and implementation of programs funded under Title I in accordance with what these experts consider to be sound educational practices.

In addition, between September 1, 1966 and August 31, 1967, 302 followup visits were made by the Department's professional staff to 205 school districts throughout the State to provide direct consultation in project implementation and evaluation of on-going projects.

Project evaluation is provided by the site visits, as previously mentioned, and is inherent in the routine procedures required upon proposal submittal. A reading project, for instance, is reviewed by the staff of the Office of the Coordinator, Title I, ESEA, to assess its satisfying the general evaluative criteria of the Department. A copy of the application is then sent to the Bureau of Reading Education for review concerning adherence to the specific criteria of this unit.

The Bureau of Pupil Testing and Advisory Services, the Division of Educational Finance and the Division of Evaluation each review all projects to assess their adherence to the respective approval criteria. "Umbrella" projects encompassing many academic or service areas are reviewed by specialists in all areas.

Each unit makes suggestions and recommendations as necessary to approve, disapprove, or approve with specific recommendations the project activity or service reviewed; the unit then advises the Coordinator's office of its recommendations. The receipt of these recommendations might result in telephone calls, correspondence or field visits to obtain or provide the necessary information. When all units are in assent, the project is finally approved for implementation.

To assist further local school districts in evaluating their programs, the Division of Evaluation has contracted with six school development and study councils located in strategic population areas throughout the State. In this way, evaluation specialists are available locally on an appointment basis. The Division of Evaluation has an operating unit comprised of three professional staff members whose time is devoted solely to the evaluation aspects of Title I projects. A draft of a publication on assessment and evaluation in Title I is being prepared for distribution to all school administrators and Title I coordinators in the State. Project evaluation has also been an integral part of every conference conducted by the Title I, ESEA office.

Nine regional meetings were held for local school districts in the fall of 1966 specifically to disseminate information relevant to the White House Conference on the Disadvantaged.

The Office of the Coordinator, Title I, ESEA, published ESEA NOTES (New Opportunities Through Educational Services) throughout the entire year. The bulletin brought noteworthy project activities and services to the attention of the LEA staff and administrators. It included the latest information regarding policies, interpretations of the law and regulations from the Office of Education, Washington, D.C., and from the Legal Division of the Department. It also contained technical information regarding areas of specialization, fiscal policies, procedures and interpretations, and evaluation of projects and integration activities.

In addition, numerous publications and booklets regarding educational disadvantagement from the national scene as well as from state and local areas (see Table 1) were purchased and distributed to the local agencies and other interested parties. Three brochures being developed by the Title I Office for future distribution are: (1) 100 Selected Projects, (2) an annotated bibliography, and (3) project activities by congressional districts.

Table 1

Publications Distributed by Office of Coordinator,
Title I, ESEA During 1966-67

A Chance for a Change: New School Programs for the Disadvantaged. U.S. Dept. of Health, Education and Welfare. 1966.

Buffalo Schools Meet the Challenge. Board of Education, Buffalo, N.Y. 1966.

Education: An Answer to Poverty. U.S. Office of Education and Office of Economic Opportunity. 1966.

ESEA NOTES Title I: New Opportunities Through Educational Services. The University of the State of N.Y., The State Education Dept., Albany, N.Y. Issue 2. 1967.

ESEA NOTES Title I: New Opportunities Through Educational Services. The University of the State of N.Y., The State Education Dept., Albany, N.Y. Issue 3. 1967.

Federal Register. Dept. of Health, Education and Welfare and Office of Education. Washington, D.C. Vol. 32. No. 27. Feb. 9, 1967.

Forest of Small Miracles: A Frontal Attack on Educational Disadvantagement. Board of Cooperative Educational Services, Second Supervisory District of Westchester County. Port Chester, N.Y. Sec. 201. 1966.

Instructions for Title I 1968 Application Forms. Office of Education and U.S. Dept. of Health, Education and Welfare. Washington, D.C. 1967.

Notes and Working Papers Concerning the Administration of Programs. Title I of Public Law 89-10, The Elementary and Secondary Education Act of 1965 as Amended by Public Law 89-750. Committee print. 90th Congress 1st Ses. Part 1. Chapters 1-3. U.S. Govt. Printing Office, Washington, D.C. May 1967.

Notes and Working Papers Concerning the Administration of Programs. Title I of Public Law 89-10, The Elementary and Secondary Education Act of 1965 an Amended by Public Law 89-750. Committee print. 90th Congress 1st Ses. Part 2. Chapters 4-6. U.S. Govt. Printing Office, Washington, D.C. May 1967.

To assist school districts to meet the ESEA, Title I, mandate for evaluating the effectiveness of programs at least annually, with "appropriate objective measurements of educational achievement," the New York State Pupil Evaluation Program was initiated in the fall of 1965. This program assesses the reading and arithmetic achievement of every pupil in the State enrolled in grades 1, 3, 6, and 9 in both public and nonpublic schools. The tests in this program are indicated below:

Table 2

New York State Tests by Grade Level Used in the State's Evaluation Program

Grade(s)	Test(s)
1	New York State Readiness Tests
3 and 6	Reading Tests for New York State Elementary Schools
3 and 6	Arithmetic Tests for New York State Elementary Schools
9	Minimum Comptence Test in Reading for New York State Secondary Schools
9	Minimum Comptence Test in Arithmetic Fundamentals for New York State Secondary Schools

All of the above are provided by the Department to both public and nonpublic schools at no cost. The tests are scored locally; only the distributions of raw scores by grade and building are returned to the Department. The Department then processes these forms, and each school system is provided with an analysis and summary of its test results together with Statewide normative information.

B. Most Pressing Educational Needs

The problems listed below in rank order describe the five most pressing educational needs of the disadvantaged children in New York State. The list represents both the judgment of State Education Department personnel and an analysis of responses made by local educators to a Statewide questionnaire. Other supportive data have been utilized as well; these are cited as they apply.

Problem 1. Low level reading achievement

Results from the 1966 New York State testing program indicate that approximately 49 percent of the first-graders in target schools in large metropolitan areas scored in the "below average" range on the New York State Readiness Tests. This is compared to 26 percent of all public school first-graders in the State. Between 40 percent and 45 percent of third and sixth-graders in these metropolitan schools scored in the "below average" range on the Reading Test for New York State Elementary Schools; again, the state norms for public schools place 26 percent of all third and sixth-graders in this range.

Eighty-four percent of the school districts reported that low level reading achievement was one of the three most pressing educational problems of their educationally disadvantaged children.

Problem 2. Low level verbal functioning

Forty-one percent of the school districts reported this area as one of the three most pressing problems of their educationally disadvantaged children. In addition, the State Education Department's Bureau of Reading Education indicated that, ".... disadvantaged youngsters score lower on verbal than nonverbal test parts." Standardized tests and evaluations by teachers and specialists were used as a basis for judging this to be a pressing problem.

Problem 3. Lack of response to conventional classroom approaches

This was reported to be one of the three most pressing problems of the educationally disadvantaged children in 37 percent of the school districts. Evidence obtained from the following sources was used at the local level

to determine its existence: teacher evaluation; anecdotal records and inventories; pupil personnel records of attitudes, behavior, and achievement; and absenteeism rates.

Problem 4. Negative attitudes toward school and education

This was reported to be one of the three most pressing problems of the educationally disadvantaged children in 26 percent of the school districts. Evaluations by teachers and administrators, absenteeism rates, number of disciplinary referrals, and particularly judgments of such specialists as psychologists, psychiatrists, social workers, and guidance counselors were used to determine the presence of this problem.

Problem 5. Low level mathematics achievement

Eighteen percent of the school districts reported low level mathematics achievement to be one of the three most pressing problems of their educationally disadvantaged children. School districts reporting this problem indicated that judgments were based primarily on results of standardized tests, including Arithmetic Tests for New York State Elementary Schools; they also relied on teacher evaluation.

C. Most Prevalent Project Objectives

The objectives and approaches discussed below were obtained through an analysis of responses made by local educators to a Statewide questionnaire.

The most prevalent Statewide project objectives were as follows:

1. To increase reading skills in general (The prevalence of this objective is consistent with the definition of low level reading achievement as the most pressing educational problem of the State's disadvantaged children.)

2. To improve attitudes and increase interests toward school activities (This objective was most prevalent in the projects of school districts whose pressing problems included lack of response to conventional classroom approaches and/or negative attitudes toward school and education.)

3. To increase general achievement

4. To improve language arts and/or communication skills

5. To increase reading comprehension skills

Examination of the needs and objectives listed above reveals a close correspondence between the two.

The approach judged most effective in meeting each of the above objectives, regardless of the scope or specific nature of the project, was "small group and individualized instruction." Narrative evaluation reports from throughout the State indicate that this approach was found to be highly satisfactory; reports from local project personnel reveal that continued and increased emphasis on this approach is anticipated.

"Remedial programs" constituted another frequent and effective approach in conjunction with each of the above objectives. The majority of these remedial programs involved reading; however, other areas also were represented. Small group and individualized instruction was a common feature of remedial grograms; focus was on the individual child and his needs.

A third prevalent and effective approach to the educational needs of disadvantaged children was "basic skills improvement." This approach involved an emphasis on increasing the overall academic achievement of children whose standardized test scores and classroom performances revealed a need for more intensive work in basic skills areas.

The "guidance and counseling services" approach was used frequently and effectively in conjunction with the second and third of the above objectives: to improve attitudes and increase interests toward school activities, and to increase general achievement. Programs utilizing this approach involved children whose attitudinal or emotional problems were an important factor in their identification as educationally disadvantaged.

D. Title I Activities and Those of Other Federal Programs

Title II

Title I has tied in exceptionally well with Title II due to the fact that Title II supports materials and Title I personnel, additional materials and equipment. To insure coordination at the State level, professional staff of the offices of both Title I and Title II reciprocate in attending and participating in programs and conferences for both Titles. In addition, the Title II unit reviews all Title I project proposals relating to school libraries.

Title I academic activities were supplemented by Title II funds which built up school libraries. The elementary library, as an area of greatest need Statewide, was given special priority under Title II. Since the majority of Title I programs were to improve the reading ability of students, reading materials of a high-interest, low-vocabulary nature were frequently needed and were supplied by Title II. In some cases, particularly in rural areas where educational deprivation was determined to be caused by the narrow range of subjects provided, school library resources were used to back up cultural enrichment programs.

Title II equipment permitted the following types of services to be implemented or expanded: instructional materials centers for both elementary and secondary schools; individualized reading programs; mobile reading and reference centers; field trip preparation; promotion of integration activities by providing collections of materials concerning specific ethnic and cultural groups.

Title III

There are fifteen regional centers in New York State funded under Title III, ESEA. These centers provided consultant and program services to school districts on matters pertaining to planning, evaluation and dissemination of exemplary programs which often include Title I articles and programs. These regional centers have been additional sources of supplies and equipment for Title I programs. Films, film strips, other audiovisual and communications materials as well as supplemental materials and texts are loaned to schools for use with Title I students. Workshops and inservice courses are available to those teachers who serve in Title I programs. Cultural enrichment opportunities in art, music and dance are available to Title I students through Title III cultural centers. Consultant services have also been provided to school districts to help in the preparation of Title I applications and the coordination of Title I projects on a multidistrict basis. State consultants in the Title III office assist regional centers and school districts in program development and, where appropriate, coordinate funding from various related State and federal programs such as Title I.

Specifically, eleven Title III projects in New York City provided inschool and out-of-school cultural experiences, and established locations at which ESEA, Title I children could receive supplementary educational and cultural programs. Other projects provided curriculum materials and instruction in special areas.

In Buffalo the Title III Demonstration Center for Teachers of Mentally Retarded provided inservice training for many teachers in Title I schools.

In Rochester Title III was used in conjunction with Title I for school integration and better education in the inner city. A Genesee Valley Title III project has been funded to develop an independent learning program at Madison High School located in Rochester's inner city.

Title I funds provided transportation, food and housing for disadvantaged students with records of poor social and academic adjustment from target areas throughout the State to attend the Title III PEP (Program to Excite Potential). PEP was based at the Saratoga Performing Arts Center and provided cultural programs in music, drama and dance.

Analysis of a Statewide questionnaire indicates that approximately 24 percent of the school districts used Title III funds to supplement Title I programs. This suggests that more direction is required if closer cooperation between Title I and Title III is to be achieved.

Title IV

Under Title IV, "A Study of the Educational Values of Prekindergarten Programs for Socially Disadvantaged Children" has completed its second year of operation under contract in the New York State Education Department.

In addition, a project to train educational research personnel for school service is in operation. The New York State Education Department

and the following colleges and universities are joint sponsors of this project: City College of New York, Teachers College - Columbia University, Cornell University, Fordham University, New York University, St. John's University, State University of New York at Albany, State University of New York at Buffalo, Syracuse University, and the University of Rochester. During the past year two research trainees were assigned to local school districts where Title I evaluation was one of their major responsibilities.

In five projects, Title IV funds were used specifically to complement or to supplement Title I activities:

1. New York City The School University Teacher Education Center Project was funded under Title I; funds to evaluate the program were provided by Title IV.

2. Syracuse Title I and Title IV funds were used in a Title I school to establish a program of Independent Prescribed Instruction in the areas of arithmetic, reading and science.

3. Watkins Glen This district is a participant in the Eastern Regional Institute for Education (ERIE) project; Title IV is used here to finance selection of instructional materials.

4. Ithaca Title IV funds in Ithaca permitted consultation and cooperation between ERIE and the district's elementary science coordinator, in conjunction with the American Association for the Advancement of Science (AAAS). An AAAS program was a part of the Ithaca Title I activity.

5. Mount Vernon Title IV provided funds for a prekindergarten research project which was correlated with the Title I program at Mount Vernon's Child Development Center. Title IV funds also provided personnel and equipment involved in this phase of the district's Title I program.

Title V

State Education Department personnel whose positions are funded under Title I receive Title V grants to travel to other states for the purpose of gathering information in their specialty areas.

A member of the Bureau of Secondary Curriculum Development visited the University of Florida, the University of Wisconsin and several federal agencies (the Federal Trade Commission; the Food and Drug Administration, Department of Agriculture; the Department of Health, Education and Welfare; and the President's Commission on Consumer Interest) in search of information for the development of a curriculum for consumer education. This curriculum, designed especially for the disadvantaged, is the first of its kind to be developed in any state.

The Bureau of Reading Education sent one of its members to the cities of Nashville, Detroit, and St. Louis to observe the development of reading programs in their inner city schools.

A member of the Bureau of Art Education visited the College of the Immaculate Heart in Los Angeles to discuss innovative techniques in art education.

An important but as yet indirect relationship between Title V and Title I exists in P.I.E.—Performance Indicators in Education—an approved Title V grant. This project establishes a model of educational operations and permits a statistical description of gross educational outcomes. An important feature of the model is the recognition that different kinds of pupils require different educational treatments and have different educational goals. Several initial studies are being implemented to perfect the model and to identify areas in which new testing devices are needed. Since the proposed model will use achievement and socioeconomic data to define educational expectancies, this project should provide valuable assistance in the evaluation of Title I programs.

2. U.S. Department of Agriculture Food Program

The most prevalent manner in which this program supplemented Title I programs was in providing milk, snacks and hot lunches to disadvantaged children participating in Title I activities. This was true both in large cities with great numbers of disadvantaged children and in towns where Title I enrollment was very small. For example, in New York the National School Lunch Program supplies milk and lunches for children in the prekindergarten program and in programs for the handicapped. In the Canastota and Deposit schools, lunches were provided at reduced prices so that disadvantaged students could obtain more balanced meals. Rockville Centre reported receiving surplus foods to provide meals for Title I students.

3. Community Action Agencies

Of the local school districts which had access to approved Community Action Agencies throughout all stages of their Title I programs, 90 percent were involved in cooperative activities with these agencies. Several districts indicated that their Community Action Agencies were not yet in operation at the time of Title I project planning but that future cooperation was anticipated.

Cooperative activities took several forms, the most prevalent of which were as follows:

a. The bulk of the local school districts reporting cooperation with Community Action Agencies indicated that their projects were planned in conjunction with the agencies.

b. Other districts reported that Community Action Agencies geared their programs to supplement or correlate with the district's on-going Title I programs.

c. Community Action Agencies were used in other districts to assist in early stages of Title I implementation; they aided in defining "pockets of poverty" and in identifying the children who should be served.

In a great many projects, identifiable portions of a single project were funded jointly by Title I, ESEA and Community Action Agencies. This was particularly true in Headstart or preschool programs.

4. Neighborhood Youth Corps

The Neighborhood Youth Corps program supplemented Title I activities primarily in providing services to school dropouts or potential dropouts. Youth Corps facilities were used in conjunction with a re-entry program for dropouts in Syracuse. In Dunkirk and Potsdam, Youth Corps employment opportunities enabled students to remain in school who might otherwise have left to gain employment. North Babylon provided a work-study program which enabled "economically deprived youngsters" to earn funds while attending school and reported that this program had deterred several students from leaving school.

Siblings of Title I children have benefited from Neighborhood Youth Corps activities. West Babylon and Ithaca reported success in referring to Youth Corps the older brothers and sisters of children in their Title I programs.

Students in Neighborhood Youth Corps programs were employed as aides in a number of school districts. Their duties ranged from janitorial and clerical work to library or classroom assistance; they gained job experience while giving school personnel more time to spend with individual students.

In Deposit, the Neighborhood Youth Corps program "gave high school disadvantaged boys and girls an opportunity to learn about specific types of jobs and also aided the financially deprived children, thus enabling them to concentrate on their studies."

5. Job Corps

The predominant connection between Title I program and Job Corps programs is found in the referrals made by Title I schools to local Job Corps personnel. In Roosevelt, "Many older siblings of children in Title I were referred to Job Corps through Title I."

6. Welfare Administration Programs

In several Title I programs, an effort was made to reach the families of children identified as educationally disadvantaged. For example, Sodus reported cooperation between Title I social workers and welfare case workers in helping alleviate difficult home situations. Also, in Roosevelt, the Title I program was coordinated with the Welfare Department of Nassau County so that students and their families could be served cooperatively. Potsdam's welfare program was instrumental in the provision of adult training programs in Basic Education and Secretarial Skills. Syracuse utilized its Welfare Administration Program in connection with a Title I program designed to minimize the educational loss of teenage pregnant girls.

7. Medical Aid to Indigent Families (Social Security Act, Title 19)

The primary connection between this program and Title I programs in New York State consisted in the role that Title I schools played in making indigent families aware of the medical services available to them. Referrals of Title I children were made also. For example, Newark Valley reported the referral of indigent children for neurological examinations, hearing aids, eye glasses, dentistry, and Headstart physicals.

E. Staff Development and Utilization

1. At the State level. In the State Education Department positions funded under Title I, ESEA, are civil service positions, as are the other staff positions of the Department; therefore, each new staff member has to meet training and experience requirements according to job description filed with the Civil Service Commission. Inservice training activities are conducted to orient new staff members to the Department in general and to ESEA, Title I in particular. All staff members employed in positions funded under Title I are utilized one hundred percent in their respective disciplines as they relate to ESEA programs. Consultants have been employed by the State to assist in all phases of the Title I, ESEA operations. At peak times of proposal submission, the Coordinator's office employees additional consultants to review project proposals for completeness and adherence to legal requirements. Consultative services for evaluation are available to local school districts in six key areas throughout the State and are funded through the State agency.

The Bureau of Inservice Education in the State Education Department has developed several significant inservice programs to train teachers who work with disadvantaged youth. These programs have previously been described under 2A above. In addition, through Title I administrative funds, the following training programs were sponsored by the Department:

a. Collegiate institutes. During the summer more than 200 New York State teachers attended workshops presented at the following institutions: Bank Street College of Education, Brooklyn College, City College, Cornell University, Hunter College, Queens College, State University at Fredonia, and Teachers College at Columbia University. Each of these workshops was designed to improve the quality of education for disadvantaged children. Individual workshops were concerned with the Puerto Rican community, social science's contributions to the education of disadvantaged children, methods and materials for the education of disadvantaged children in the primary grades, teaching English as a second language, guidance, and cultural deprivation. During the academic year almost 170 teachers attended similar workshops at Brooklyn College, Hunter College, Manhattanville College of the Sacred Heart, and a science program sponsored by the Center on Urban Education.

b. Locally originated inservice (LOIS) projects supported through ESEA, Title I funds. The Bureau was able to lend partial support to five LOIS projects in 1966-67 which served approximately 300

teachers of disadvantaged children. The following local school districts shared the costs of these projects: Centereach, Walden, Syracuse, and New York City.

c. Brooklyn College Institute. A yearlong institute was presented by Brooklyn College for 20 principals and assistant principals in the "More Effective Schools" in New York City. The purpose of the program was to assist the principals to recognize the opportunities for leadership offered by those schools, to understand how to use the opportunities as they arose, and to study the organizational environment of the schools.

d. CUE. Partial support was provided to the Center for Urban Education to help recruit and train teachers of Puerto Rican origin for service in the New York City area public schools. Almost fifty teacher-trainees were provided with instruction in the academic disciplines, education courses, and an intensive study of psychological and sociological factors important in teaching the disadvantaged.

Prekindergarten demonstration centers were sponsored by the Department for local school district teachers as a staff development activity. Program and supervisory personnel advised local districts of techniques for reducing class size through special utilization of staff and through the use of paraprofessional assistance in the classroom. Most of the program areas in the Department held workshops (some of which are described under 2A above) which incorporated techniques and methods of teaching as one phase of the program. In addition bibliographies and informational pamphlets appropriate to the various specialization areas are distributed to local schools as a normal Department function. To aid in recruitment of professional staff at the local level, some units within the Department distributed lists of graduate schools appropriate to their professional areas.

2. At the local level. Local education agencies have used a variety of methods to develop and recruit staff. For example, New York City conducted a Career Guidance Training for recruitment. In Schenectady, housewives were employed part-time, permitting the tapping of a larger reservoir of personnel. In Albany, university graduate students were recruited for part-time services, while in Troy an appeal was made for certified personnel through the cooperation of churches. In Rochester, a preservice workshop for teachers new to the system provided opportunities for them to observe master teachers instruct children in target schools. In this workshop teachers developed instructional materials which could be used with disadvantaged pupils. In addition, during the school year outstanding educators held seminars with administrators and teachers of disadvantaged children.

In many school districts itinerant specialists, such as reading consultants and educational media specialists, visited schools to provide on-the-spot training in their specialized techniques. Although only seven percent of the districts included "Staff Development and Training" as a major area of emphasis in the Title I program, almost all of the school districts were involved in some activity of this nature—

curriculum development, inservice training in specialized areas, participation in college courses, staff meetings, visitations to other schools, and planned observations of master teachers.

To promote more effective utilization of staff, Buffalo studied its present staffing requirements and needs and as a result altered some of its staffing procedures. Examination of the programs in the State reveals a trend toward the use of paraprofessionals in order to (1) solve the major problem of recruitment and (2) use professional staff more advantageously. Examination of major areas of emphasis shows an increase of five percent in programs to provide funds to hire and train teacher-aides.

F. Involvement of Nonpublic School Children

1. In the second year of Title I, there has been outstanding success in the involvement of nonpublic school children in Title I, ESEA programs. The Annual Title I, ESEA Conference on June 1 and 2, 1967, included a speaker representing nonpublic schools who discussed Title I in terms of educationally deprived children in nonpublic schools. Issue 2 of NOTES, the State Title I, ESEA bulletin, entitled "Guidelines for Participation by Children Enrolled in Private Schools in Title I, ESEA," was devoted exclusively to the participation of nonpublic school children in Title I programs. In addition, all literature emanating from the Office of the Coordinator, Title I, ESEA, is sent to the Diocesan Superintendents of Schools. State personnel have provided supervision through visitations and conferences concerning the educational needs of disadvantaged nonpublic school children.

Failure to involve personnel of nonpublic schools in all stages of planning is regarded as a reason for questioning the granting of approval to project applications; fortunately, this happens with diminishing frequency. More often, especially in the larger population centers, administrators, supervisors, and teachers from all schools develop plans cooperatively.

The most prevalent and effective methods used by local school personnel to involve nonpublic school children in Title I, ESEA programs, particularly in New York's major population centers, have included cooperative committees in planning stages and the participation of nonpublic school personnel in inservice programs. More direct involvement of the children has been achieved in various program areas as well. The reading services of local school districts were implemented in nonpublic schools through the assignment of reading teachers to these schools and through the loan of instructional materials to nonpublic schools for corrective reading programs. Local personnel also have helped to identify those children in the nonpublic school who need compensatory instruction, by testing these children with diagnostic reading scales. Services in the areas of corrective mathematics and pupil personnel services also have been frequent and effective.

Local school districts with library programs have made great progress in involving nonpublic school children. Title I librarians have helped with selection of Title II materials, organized them for use, and

provided library services to nonpublic pupils during the after school Saturday, and summer periods in public school libraries. Bookmobile service has been provided to the nonpublic as well as to the public school.

The involvement of nonpublic schools in New York City's Title I, ESEA program has increased markedly during the past year. Four specific activities involving nonpublic school officials have been reported by New York City's Title I personnel:

a. A Title I Standing Committee for the Nonpublic Schools composed of high officials of the nonpublic schools and Board of Education personnel has been established. This Committee meets at least monthly. Agendas include planning of new projects, review of existing projects, eligibility criteria, and discussion of problems.

b. A Subcommittee has also been created for more intensive consideration of specific matters that relate to the work of the full Committee.

c. Fulltime liaison consultants work closely with Board of Education Staff.

d. Throughout the year there have been frequent conferences and discussions between Board of Education Title I staff and nonpublic school personnel and parents relative to such matters as achievement and progress, instructional materials and project objectives and procedures.

2. The most commonly funded projects involving nonpublic school children provided pupil personnel services. Included were guidance, social work, and psychological services. One parochial school initiated and developed its first guidance program under Title I. Second in frequency were reading programs. Diagnosis of reading problems, provision of remedial reading teachers, and loan of instructional materials were the major methods used in connection with nonpublic schools. A third area of prevalence in terms of nonpublic schools was participation in inservice training for teachers and staff. Tutorial programs and study centers constituted a fourth area in which nonpublic school children commonly were involved.

The State Education Department's Bureau of School Libraries has reported that the provision of library services to nonpublic school children as described above under 2F-1 is innovative, since school library services in many of the State's nonpublic schools have previously been extremely limited.

New York City's approach to the involvement of nonpublic school children in Title I, ESEA activities has been broadly innovative; six phases of the New York City Title I program were designed and conducted exclusively for children in nonpublic schools. The estimated costs of these six projects total $3,110,995. The programs included were as follows:

a. "Speech Therapy for Disadvantaged Pupils in Nonpublic Schools" ($226,650)
b. "Corrective Reading Services for Disadvantaged Pupils in Nonpublic Regular Day Schools" ($728,855)
c. "Corrective Mathematics Services for Disadvantaged Pupils in Nonpublic Regular Day Schools" ($925,990)
d. "Nonpublic School Pupil Achievement Tests" ($88,140)
e. "Inschool Guidance for Disadvantaged Pupils in Nonpublic Schools" ($964,200)
f. "Bus Transportation to Places of Civic and Cultural Interest in New York City for Disadvantaged Pupils in Nonpublic Schools" ($177,160)

G. Programs Designed for Handicapped Children

Programs designed for handicapped children were reported to be a major area of emphasis by six percent of the school districts. The total number of children served by these programs was 26,588. The chart below indicates the number of students at the various levels for New York City and for the rest of New York State.

	New York City	Rest of New York State
PreK		2
K	31	137
1-3	10,417	939
4-6	6,311	939
7-9	6,636	566
10-12	276	344
Total	23,671	2,917

The State encouraged and promoted local school district activities for handicapped children through publications such as NEWS BRIEFS--Services to Handicapped Children: Elementary & Secondary Education Act Amendments of 1966 Division for Handicapped Children. Division staff, during field visits, have continually advised local personnel of the need for Title I programs to aid handicapped children. The topic of education of the handicapped under Title I has been presented at State meetings.

The activities discussed below were considered effective by State Education personnel and by local school district personnel.

Coordination of resources was the keynote of the Syracuse program for the handicapped. The student, the family, community agencies and school personnel are becoming more aware of the individual needs of handicapped children. Twenty-nine community agencies are cooperating with the Syracuse Public Schools to provide services to the physically handicapped. Social work serices are being offered to students and their parents, resulting in a greater liaison among school, home and students.

Coordination of resources has occurred on a larger scale through Boards of Cooperative Education Services (BOCES). BOCES is a board comprised of representatives from boards of education within an area or region and is empowered to provide educational services of a specialized nature, such as speech therapy or programs for cardiac cases or the emotionally disturbed. Its advantage lies in the fact that a combination of districts might have a sufficient number of cases in one category to warrant hiring a full time specialist in that field. As a result the service is provided more economically than it could be by any one unit. There has been a strong trend toward strengthening special education programs for mentally handicapped pupils in smaller school districts through BOCES sponsorship.

Another effective activity conducted by local school districts was the development of curriculum guides for the handicapped. The Genesee County BOCES developed sequential curriculum material from the elementary through the secondary grades for the mentally handicapped. The Gouverneur Central Schools prepared curriculum guides for educable and trainable mentally handicapped children.

Teacher aides were employed in Auburn to assist the classroom teachers in classes for the trainable and the educable. Teachers have attributed program improvement to the increased individual attention this has permitted.

Summer camping programs for mentally handicapped youth were conducted in Ogdensburg and Watertown.

III. PROBLEMS RESOLVED

Over 80 percent of the school districts reported that a shortage of professional personnel in all areas of program implementation was a serious problem. Most frequently mentioned in rank order were trained reading teachers, psychologists, regular classroom teachers, speech correctionists, social workers, and counselors. As reported above, one partial resolution of this problem involved the increased use of paraprofessionals, particularly those indigenous to the target areas. Due to the limited availability of school psychological services personnel, there is an increased experimental use of psychometrists. In the areas of reading and special education, additional training was provided by means of inservice or preservice courses. In addition, Title I funds were used to provide tuition for many local personnel who participated in courses or programs at colleges and universities. The shortage of qualified librarians to provide guidance to disadvantaged children has been somewhat alleviated by the employment of library aides and clerks. Department personnel and supervisory personnel in the local school districts are serving in advisory capacities to classroom teachers in the use of effective techniques of teaching and approved practices in the service areas.

Another major administrative problem which was reported by both local school district and Department personnel was the delay between submission of project proposals and the receipt of final approvals. The Title I Coordinator has implemented several new procedures for fiscal 1968 which should partially resolve this problem:

1. The Coordinator's Office and various program units include in their project review gross examination of the budget section, and the Division of Educational Finance now reviews the project budgets after final approval is granted. This eliminates one step in the approval process.

2. Another requirement is that each local school district with an allocation of $200,000 or less submit one project to cover its entire Title I program. This should reduce the number of sets of paper handled, also reducing the time lag.

3. To eliminate the delays arising from incomplete information being reported in Part II, item 13, an addenda sheet has been included in the already comprehensive guidelines for project application.

4. The accountability resting with the Title I Coordinator's Office requires the implementation of careful procedures for reviewing proposals from more than 700 school districts. Much of the delay between project submission and final approval could be eliminated if forms were more carefully prepared initially. Omissions of such items as signatures, information on basic data forms, and authorization certifications, result in several rehandlings of project proposals and innumerable phone calls and correspondence which are time consuming. For the new fiscal year, a one-page checklist of frequent omissions has been included in the application packet as a reminder for those who are completing forms. In addition, a form letter was designed to inform school district personnel of specific omissions and of needs for further clarification.

It has long been a fact that effective and efficient program implementation must be preceded by planning. This is true in all areas, be they government, industry, or education. The lateness of allocation announcements and of actual funding has resulted in the inability of local educators to commit themselves to the necessary preplanning for activities funded under Title I. This has promoted an atmosphere of instability in school programing with a school population which by its very nature requires a stable climate to produce at all and is likely to respond negatively to disruption or deviation.

This problem could be resolved if the allocation were appropriated at least by the spring before the school year in which programs are to operate. This procedure also would alleviate to some extent the problem of personnel shortages. Spring is the normal recruitment time for teachers and other school professional staff. If allocations are not known until after normal school operation is in progress, it becomes apparent that the existing shortages of qualified personnel become more acute, particularly if new programs are to be implemented.

The total New York State Title I allocation remained approximately the same in fiscal 1967 as in fiscal 1966. However, under Public Law 89-750, more children became eligible to benefit from Title I programs. This

increase in number of children without a concomitant increase in size of allocation, has resulted inevitably in decreases in the scope of many Title I programs.

Of particular concern in the large urban areas are relationships between Community Action Agencies (funded under the Economic Opportunity Act) and the local school districts. Differences of opinion between the two groups have resulted when educational priorities have been challenged by Community Action Agency personnel. In several instances, when OEO funds became exhausted or were reduced, Community Action Agencies have requested that their projects be funded under Title I even after local school district personnel had completed Title I planning.

SECTION 2: TABLES OF STATEWIDE DATA

Table I

Average Daily Attendance and Average
Daily Enrollment for Public Day Schools

1964-65

Grade	Selected Districts**		Entire State	
	ADA	ADE	ADA	ADE
K-6	737,026	817,270	1,649,147	1,790,424
7-12	544,228	626,205	1,201,918	1,331,293
Totals	1,281,254	1,443,475	2,851,065	3,121,717

1965-66

Grade	Selected Districts**		Entire State	
	ADA	ADE	ADA	ADE
K-6	735,124	826,961	1,684,000*	1,828,458
7-12	550,150	623,356	1,217,000*	1,348,116
Totals	1,285,274	1,450,317	2,901,000*	3,176,574

1966-67

Grade	Selected Districts**		Entire State	
	ADA	ADE	ADA	ADE
K-6	762,803	839,020	1,673,568*	1,866,579*
7-12	571,073	630,070	1,293,751*	1,382,300*
Totals	1,333,876	1,469,090	2,967,319*	3,248,879*

*Estimated.

** Selected Districts are those which received allocations of $200,000 or more.

Table 2

Holding Power for Selected Public School Districts in New York State
Participating in Title I Projects Compared with
All Public School Districts in the State

Ninth Grade Enrollment and Graduates Public Schools
Selected* Districts and New York State

1960 - 1967

	Class Graduating 1964			Class Graduating 1965		
	9th Grade Fall 1960	Graduates 1963-64	% Grads. of 9th Grade	9th Grade Fall 1961	Graduates 1964-65	% Grads. of 9th Grade
Total Selected Districts	117,239	82,193	70.1	117,597	81,449	69.3
Total State	224,698	170,698	76.0	239,664	182,525	76.2

	9th Grade Fall 1962	Graduates 1965-66	% Grads. of 9th Grade	9th Grade Fall 1963	Graduates 1966-67	% Grads. of 9th Grade
Total Selected Districts	105,421	72,573	68.8	112,965	76,990	68.2
Total State	224,029	171,147	76.4	234,793	181,000**	77.1

*Selected Districts are those which received Title I allocations of $200,000 or more.

**Estimated.

Table 3

1965 and 1966 Public Day School Graduates and Percent Entering Institutions of Higher Education for Selected[a] Districts Participating in Title I Compared with all Districts in New York State

(Information not available for 1964[b] or for 1967[c])

		Public day school graduates	Entering 4-year degree granting	Higher 2-year institutions	Institutions total	Post high school institutions
1965	Title I	73,342	36.9	12.8	49.7	5.0
	State	182,227	35.4	15.8	51.2	6.9
1966	Title I	65,446	33.4	14.9	48.3	5.4
	State	171,147	32.0	18.0	50.0	8.0

[a]Selected districts are those which received allocations of $200,000 or more.

[b]New York State data for 1963-64 are not available.

[c]1966-67 data not yet available.

Table 4

Standardized Test Results
(In lieu of a table of statewide test results, the report of the Regents Examination and Scholarship Center, Division of Educational Testing, on the Test Results of the 1966 Pupil Evaluation Program follows.)

TEST RESULTS OF THE 1966 PUPIL EVALUATION PROGRAM IN NEW YORK STATE

Regents Examination and Scholarship Center
Division of Educational Testing
December 1967

INTRODUCTION

Purpose of the Program

The New York State Pupil Evaluation Program was established in September 1965, to provide effective allocation, control, and evaluation procedures in the administration of ESEA Title I funds. The program provides the Department and schools with a single uniform set of test data to use in identifying "educationally disadvantaged" pupils and in locating "pockets of disadvantagement."

The test data provide a basis for determining the extent to which local project applications include programs that will be of benefit to the most seriously disadvantaged pupils in school districts. They can also help schools determine equitably the proportion of public and nonpublic school pupils in need of ESEA Title I projects.

The test data obtained during the initial stages of this program will be used as a baseline against which growth or improvement in future years can be compared. In addition, this annual testing program provides the Department and every school using ESEA Title I funds with additional information for meeting the "annual evaluation with objective measures" requirement of ESEA Title I.

The Pupil Evaluation Program, however, has a much broader purpose than to meet only the needs of ESEA Title I. It is an annual inventory of the achievement status of every pupil in selected grades in New York State. It describes in detail some of the major educational needs of children. As such, it has important functions at all levels of education, covering a wide range of educational activities, including those involved in budgetmaking, supervision, program development, and the measurement of educational quality.

Scope of the Testing Program

Each fall, all schools in New York State administer readiness tests in grade 1, reading and arithmetic achievement tests in grades 3 and 6, and reading and arithmetic minimum competence tests in grade 9. These tests, except for the readiness tests at grade 1, are survey tests developed by the State Education Department and based on New York State courses of study. The readiness tests are a special printing of a new form of the Metropolitan Readiness Tests, which is purchased by the Department.

Each school reports the scores of its pupils to the Department on "machine readable" score distribution report forms. These forms are processed through contract with a computer service, and a summary table and score distribution table are prepared for each school building. (The tables include normative data for four to seven different reference groups of pupils. Achievement of pupils in each school or school system - public, Roman Catholic, or other private - could be compared with that of all pupils in a school system, a school district, or a county or with that of

pupils in all schools in a similar type of community. This includes all public schools, all Roman Catholic schools, and all public and nonpublic schools in the State as a whole.)

Approximately 1,230,000 public and nonpublic school pupils enrolled in over 5,100 different school buildings were tested in 1966. This constituted about 99 percent of the Statewide public and nonpublic school enrollment in grades 1, 3, and 6, and 89 percent of the enrollment in grade 9. Pupils in CRMD classes and pupils with severe emotional or physical handicaps, about 2 percent of the Statewide enrollment, are exempted from the testing and omitted from the score summaries. Non-English speaking pupils are also exempted from testing. However, since such pupils may properly be considered educationally disadvantaged within the framework of this program, their scores are reported as zero and are included in the score summaries.

The Department provides the principal of each school building with summary and distribution reports for the pupils in his school. The chief administrative officer in each school system receives a copy of the individual reports for the schools in his system. The Department, of course, maintains a copy of each school report on file in the Bureau of Pupil Testing and Advisory Services, along with Statewide summaries of the test data.

Definition of Educational Disadvantagement

A critical problem in all programs of this type is a defensible definition of educational disadvantagement. It is clear that some practical, working criterion of disadvantagement is absolutely essential. It is also clear that the task of defining disadvantagement can be approached from different directions, and that within each different construct of disadvantagement the dividing line can be placed at varying levels. Thus, the term educationally disadvantaged may be applied with some merit to a pupil who reads fairly well but is capable of a much higher level of reading achievement. For the purposes of the present program, however, educational disadvantagement refers only to the pupil who is functioning at a relatively low level of academic achievement in the basic skills, regardless of the reason.

But what is a low level of achievement? Where should the line be drawn? In the present state of educational knowledge, we are not yet able to establish with assurance a precise level of minimum competence in each achievement area, for each individual type of pupil, and for the various purposes that the pupil and society may have in mind. Nevertheless, there are obvious advantages to be gained by making certain shrewd guesses as to what a reasonable general level of minimum competence might be in our schools today, and locating those pupils in our schools who may be functioning below this level. In terms of priorities, certainly, it can be argued that these are the pupils who are in the greatest and in the most immediate need of special attention.

Standard units of achievement were computed from the test scores obtained from the fall of 1966 administration of the tests. The full range of achievement has been divided into nine levels which represent theoretically

equal units of achievement. Achievement level 1 indicates the lowest level of achievement and level 9, the highest. Successive levels of achievement represent equal increments of competency. Pupils obtaining scores at achievement level 3 and below are considered to be performing below minimum competence.

In the State as a whole, 23 percent of all pupils scored below the criterion score so established in sixth-grade reading and were consequently classified as educationally disadvantaged in this regard. In a sense, the fact that there were 23 percent may be considered an artifact of the particular definition adopted. The percentage might have been larger if a high criterion score had been selected, or lower if a lower score had been selected. However, whether the cutoff point for minimum competence should theoretically be a little higher or a little lower is in fact quite unimportant from the practical viewpoint of the Department's purposes and functions. The primary purpose of the Department is to locate the areas within the State having the greatest number and proportion of educationally disadvantaged pupils and identify the types of schools and communities in which pupil needs are the greatest. They subsequently evaluate the effectiveness of educational programs designed to improve the situation. For these purposes, the definition of educational disadvantagement established here should serve quite effectively.

Cautions

1. Test results alone do not indicate the quality or effectiveness of instruction. The achievement of a single pupil or of all the pupils in a school, a community, or the State, will be the result of the interaction of at least three types of factors:

> Educational Resources - the total environment in which the school or school system is located, including community aspirations, financial support, and other socioeconomic conditions.
>
> Teaching and Learning Setting - the appropriateness and quality of instruction, curriculum, supervision, organization, and other educational services provided by the school or school system
>
> Pupil Potential - the physical, emotional, social, and mental characteristics of the pupil, including motivation, interests, readiness, attitudes, and abilities

It is, therefore, well to keep in mind that while low test results do not necessarily indicate poor teaching, neither can they be casually dismissed as attributable to poor pupil potential. In each particular school situation, constructive action leading to improved educational achievement will require a realistic look at all of the factors influencing pupil achievement.

2. Paper and pencil tests - the type used in this program - although highly valid for measuring carefully delimited achievement objectives, do not measure many of the important and generally accepted goals of education.

PROCEDURES FOR ANALYZING AND COMPARING PUPIL ACHIEVEMENT

The general procedure in this report will be first to describe in detail the results for the sixth-grade reading tests. Narrowing the focus of discussion in this manner will enhance understanding of the method of analysis and of the general trend of the results. Consideration will then be given to whether significant deviations from the sixth-grade reading test pattern are found in the other tests administered.

The sixth-grade reading test was administered to 297,112 pupils, over 99 percent of the Statewide sixth-grade enrollment. The reading achievement of the pupils tested, therefore, is an accurate index of the reading achievement in all sixth-grade pupils Statewide; and in this report the number of pupils tested is used as though it were the actual enrollment.

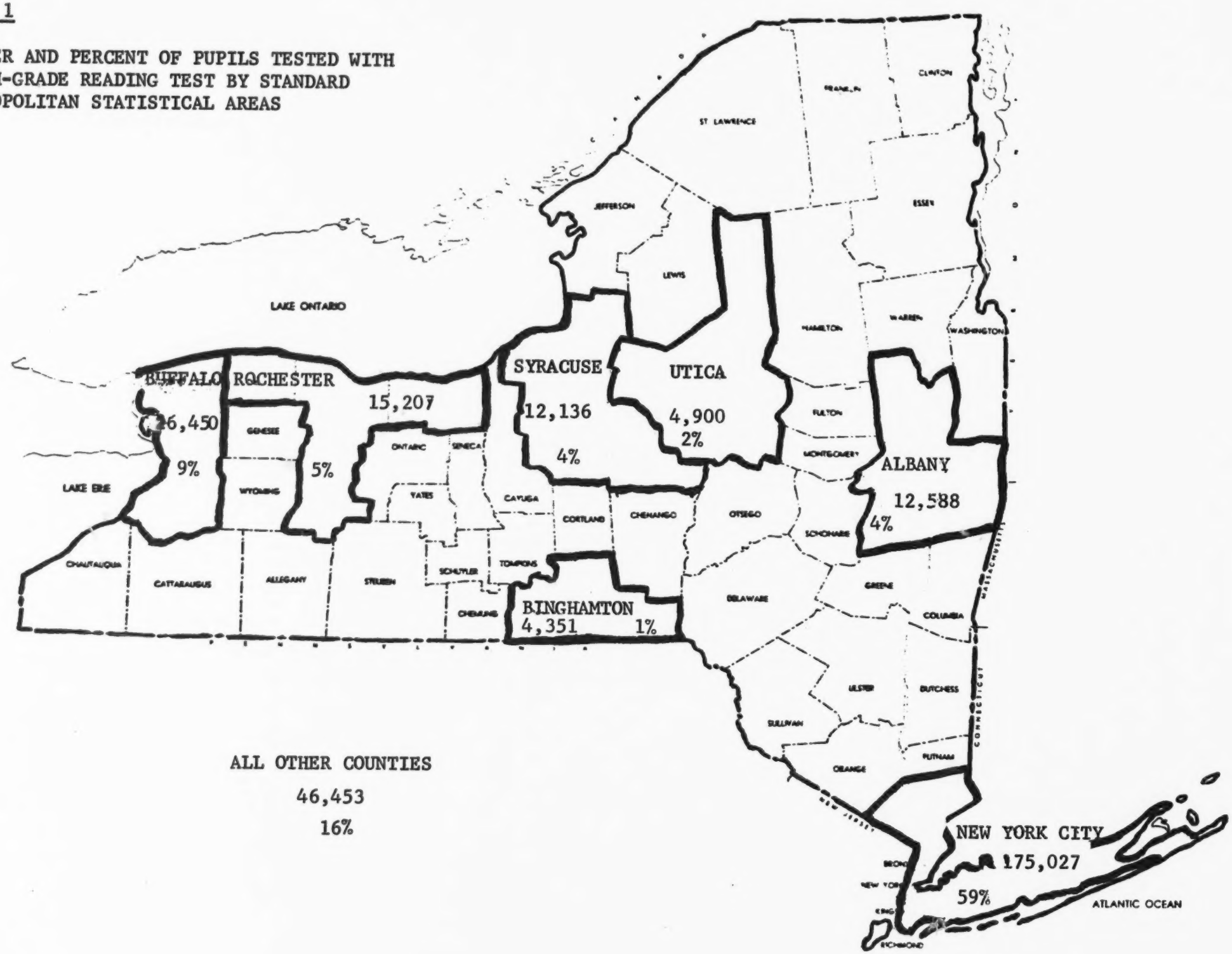
New York State contains seven major urban areas which derive economic sustenance from the large cities within them. These Standard Metropolitan Statistical Areas are shown on the accompanying map (Figure 1), and the test results for the pupils in each of these areas are analyzed and compared in the following sections of the report. It is important to note that these seven SMSAs include only 26 counties, yet 84 percent of all the pupils in the State are enrolled in schools in these counties. The New York City SMSA alone, which includes the counties of Rockland, Westchester, Nassau, Suffolk, and the five counties of New York City, has over half (59 percent) of all the Statewide enrollment.

The size of a school district and the type of community in which pupils attend school are also important factors to be considered in analyzing and comparing pupil achievement. Schools, therefore, were grouped into seven different community types, ranging from schools in New York City and schools in other large cities to those in large and small rural districts. Descriptions of these community types along with the number and percent of pupils enrolled in each are provided in Table 1. As indicated, about one-third (35 percent) of all pupils Statewide are enrolled in schools in New York City, and another one-third (35 percent) in village and large central schools. Over half (52 percent) are enrolled in city schools and only 13 percent in rural schools.

The test results are also analyzed and compared according to the type of sponsorship of the school in which pupils are enrolled. As indicated in Table 2, about three-fourths of all the pupils Statewide attend public schools and about 1½ percent attend nonpublic schools other than Roman Catholic.

Figure 1

NUMBER AND PERCENT OF PUPILS TESTED WITH SIXTH-GRADE READING TEST BY STANDARD METROPOLITAN STATISTICAL AREAS



ALL OTHER COUNTIES

46,453

16%

TABLE 1: Number and Percent of Pupils Enrolled with Sixth-Grade Reading Test by Community Type

Community Type	No. Enrolled	Percent of Total Enrolled
1. New York City	103,894	35%
2. Large Size Cities (Population over 100,000)	23,760	8
3. Medium Size Cities (Population 50,000-100,000)	8,173	3
4. Small Size Cities (Population under 50,000)	19,219	6
5. Village and Large Central Schools (Over 2,500 pupils)	102,557	35
6. Large Rural Schools (1,100-2,500 pupils)	26,282	9
7. Small Rural Schools (Under 1,100 pupils)	13,227	4
Combined	297,112	100%

TABLE 2: Number and Percent of Pupils Enrolled with Sixth-Grade Reading Test by Type of School

Type of School	Number Enrolled	Percent of Total Enrolled
Public Schools	226,561	76.3%
Roman Catholic Schools	66,249	22.3
Other Private Schools	4,302	1.4
Combined	297,112	100%

SIXTH-GRADE READING ACHIEVEMENT

Where Are the Educationally Disadvantaged Pupils?

In New York State as a whole, a total of 68,380 pupils obtained scores in the sixth-grade reading test that placed them below the established minimum level of competence. This constitutes approximately 23 percent of the sixth-grade enrollment. To some degree this result represents the consequence of a particular statistical decision, but there is some educational basis for presuming that it reflects a fair picture of real educational needs among the pupils in the State. Where are these pupils with the greatest educational needs to be found in the greatest numbers in our schools?

(1) In terms of school sponsorship, 87 percent of the educationally disadvantaged pupils are in the public schools, which have 76 percent of the enrollment (Table 3)

(2) In terms of Standard Metropolitan Statistical Areas, 70 percent of the educationally disadvantaged pupils in the State are in the New York City SMSA, which has 59 percent of the enrollment (Table 4)

(3) In terms of community type, over half of the educationally disadvantaged pupils in the State (55 percent) are in the New York City school district, which has a third of the Statewide enrollment
Only a fifth of the educationally disadvantaged pupils (20 percent) are in the village and large central school districts, even though these districts have a third of the State's enrollment (Table 5)

TABLE 3: Number and Percent of Sixth-Grade Pupils Below Minimum Competence in Reading by Type of School Compared with Percent of Statewide Enrollment

Type of School	Pupils Below Minimum Competence		Percent of Statewide Enrollment
	Number	Percent	
Public Schools	59,449	87.0	76.3
Roman Catholic Schools	8,565	12.5	22.3
Other Private Schools	366	00.5	1.4
Combined	68,380	100.0	100.0

TABLE 4: Number and Percent of Sixth-Grade Pupils Below Minimum Competence in Reading by Standard Metropolitan Statistical Areas Compared with Percent of Statewide Enrollment

Name of SMSA	Pupils Below Minimum Competence		Percent of Statewide Enrollment
	Number	Percent	
Buffalo	4,685	7	9
Rochester	2,313	3	5
Syracuse	2,083	3	4
Binghamton	486	1	1
Utica	723	1	2
Albany	2,081	3	4
New York City	48,138	70	59
Remaining Area	7,871	12	16
Combined	68,380	100	100

TABLE 5: Number and Percent of Sixth-Grade Pupils Below Minimum Competence in Reading by Community Type Compared with Percent of Statewide Enrollment

Community Type	Pupils Below Minimum Competence		Percent of Statewide Enrollment
	Number	Percent	
New York City	37,705	55	35
Other Large Cities	5,401	8	8
Medium Size Cities	1,523	2	3
Small Size Cities	3,322	5	6
Village and Large Central Schools	13,845	20	35
Large Rural Schools	4,161	6	9
Small Rural Schools	2,423	4	4
Combined	68,380	100	100

A more precise picture of the location of educationally disadvantaged pupils within the State can be obtained by comparing the percent of pupils below minimum competence in the various SMSAs by both type of school sponsorship and community type. In Table 6, therefore, the test results for several community types and two types of school sponsorship have been combined into single "city," "rural," and "nonpublic" categories. A comparison of the results using this method shows that about -

(1) 60 percent of all the educationally disadvantaged pupils are in public schools in city school districts, 18 percent in

public schools in village and large central school districts, 9 percent in rural school distircts

(2) 10 percent of all educationally disadvantaged pupils are in nonpublic schools in city school districts, 2 percent in nonpublic schools in village and large central school districts, 0.5 percent in nonpublic schools in rural school districts

A still more detailed analysis of the concentration of educationally disadvantaged pupils shows that approximately -

(1) 49 percent are in public schools in the cities of the New York City SMSA

(2) 10 percent are in public schools in the village and large central school districts in the New York City SMSA

(3) 8 percent are in nonpublic schools in the cities in the New York City SMSA

(4) 6 percent are in public schools in the rural districts outside the SMSAs

(5) 4 percent are in public schools in the cities of the Buffalo SMSA

(6) 3 percent are in public schools in cities outside of the SMSAs

(7) the remaining 20 percent are spread throughout the State in relatively small percentages

TABLE 6: Percent of All Sixth-Grade Pupils Statewide Below Minimum Competence in Reading in Each SMSA for Three Groups of Community Types by Type of School

	Percent of Pupils Statewide Below Minimum Competence					
	Public Schools			Nonpublic Schools		
Name of SMSA	Cities	Village & Lge. Cent.	Rural	Cities	Village & Lge. Cent.	Rural
Buffalo	3.7	1.8	0.3	0.7	0.3	*
Rochester	1.0	1.3	0.6	0.2	0.1	*
Syracuse	1.1	1.1	0.6	0.1	0.1	*
Binghamton	*	0.5	0.2	*	*	NE
Utica	0.6	0.2	0.2	0.1	*	*
Albany	1.2	1.0	0.4	0.5	0.1	*
New York City	49.4	9.9	1.3	8.1	1.5	0.3
Remaining Area	3.0	2.1	5.6	0.4	0.2	0.2
Combined	60.0	17.9	9.2	10.1	2.3	0.5

* - Below .05
NE - No Enrollment

Where Are the Pressures of Educational Disadvantagement the Greatest?

In the preceding section, the results were analyzed to show the areas of the State and the types of schools and communities having the greatest number of disadvantaged pupils. However, the degree to which disadvantagement is a critical problem depends also upon the degree to which the enrollment is saturated with a high percent of pupils below minimum competence. A school or an area with a large number of disadvantaged pupils has a much more critical problem if this number is 50 percent rather than 10 percent of its enrollment. Where in our schools are the highest proportions of enrolled pupils found to be educationally disadvantaged? (It should be kept in mind that in the State as a whole about 23 percent of enrolled pupils fall below the established minimum competence level.)

(1) In terms of school sponsorship, the pressures of disadvantagement are greater in public schools, with 26 percent of enrollment below minimum competence, as compared with 13 percent and 8 percent in Roman Catholic schools and in other nonpublic schools, respectively (Table 7)

(2) In terms of Standard Metropolitan Statistical Areas, the New York SMSA has more pressures from disadvantagement than any of the other metropolitan areas of the State. In the New York SMSA, 27 percent of the enrollment are below minimum competence, as compared with 18 percent in the Buffalo SMSA (Table 8)

(3) In terms of community type, the pressures of disadvantagement are the greatest in the New York City school district, which has 36 percent of enrollment below minimum competence. The schools in the other large cities have about the same percent of their enrollment educationally disadvantaged as in the State as a whole, while all other types have schools with a relatively smaller percent of enrollment educationally disadvantaged than in the State as a whole (Table 9)

TABLE 7: Percent of Sixth-Grade Enrollment Below Minimum Competence in Reading in Each Type of School

Type of School	Percent of Enrollment Below Minimum Competence
Public Schools	26
Roman Catholic Schools	13
Other Private Schools	8

TABLE 8: Percent of Sixth-Grade Enrollment Below Minimum Competence in Reading in Each SMSA

Name of SMSA	Percent of Enrollment Below Minimum Competence
Buffalo	18
Rochester	15
Syracuse	17
Binghamton	11
Utica	14
Albany	17
New York City	27
Remaining Area	17

TABLE 9: Percent of Sixth-Grade Enrollment Below Minimum Competence in Reading in Each Type of Community

Type of Community	Percent of Enrollment Below Minimum Competence
New York City	36
Other Large Cities	23
Medium Size Cities	19
Small Size Cities	17
Village & Large Central Schools	13
Large Rural Schools	16
Small Rural Schools	18

An analysis by type of school sponsorship and community type within SMSAs (Table 10) shows that -

(1) public schools consistently have a higher percent of their enrollments below minimum competence. Specifically, the public schools in the cities of the State have 29 percent of their pupils educationally disadvantaged, whereas only 14 percent of the nonpublic school pupils in these same cities are disadvantaged.

(2) city public school systems in the New York City SMSA have the largest percent of enrollment educationally disadvantaged (40 percent). Cities in other SMSAs having large proportions of their public school enrollments educationally disadvantaged are Buffalo (31 percent) and Albany (29 percent).

TABLE 10: Percent of Sixth-Grade Enrollments Below Minimum Competence by Standard Metropolitan Statistical Area, Type of School Sponsorship, and Community Type

Name of SMSA	Percent of Enrollment Below Minimum Competence: Public Schools: Cities	Public Schools: Village & Lge. Central	Public Schools: Rural	Nonpublic Schools: Cities	Nonpublic Schools: Village & Lge. Central	Nonpublic Schools: Rural	All Schools Combined
Buffalo	31	14	14	11	8	7	18
Rochester	24	14	20	9	4	12	15
Syracuse	25	15	19	7	7	6	17
Binghamton	10	12	15	4	4	NE	11
Utica	17	14	15	7	7	5	14
Albany	29	13	14	14	7	2	17
New York City	40	15	15	16	10	11	27
Remaining Area	19	16	19	7	9	10	17
Combined	29	15	18	14	9	10	23

NE - No Enrollment

How Many School Buildings in the State Have Enrollments Containing Relatively Large Proportions of Educationally Disadvantaged Pupils?

The basic unit in educational administration is the individual school building. Since, in the State as a whole, about 23 percent of the sixth-grade pupils are considered to be below minimum competence in reading, the average school building principal might expect to find about 23 percent of the enrollment in his school below minimum competence. However, a building principal who finds a significantly larger proportion of his enrollment below minimum competence has an especially serious educational problem. The picture of educational disadvantagement in the State would not be complete, therefore, without some analysis of the situation with respect to the distribution of test results by individual school buildings.

How many school buildings are there in the State in which the principal needs special help because of a disproportionately large number of educationally disadvantaged pupils? A review of the percent of pupils below minimum competence in the 3,634 school building with sixth-grade pupils shows that -

(1) 668 buildings, roughly one-sixth, have more than 30 percent of their enrollments below minimum competence

(2) 272 buildings have more than 50 percent of their enrollments below minimum competence

(3) 81 buildings have 70 percent or more of their enrollments below minimum competence (Table 11)

As may be anticipated from the general distribution of disadvantaged pupils in the State, the greatest concentration of schools with the heaviest saturation of disadvantaged pupils is found in the New York City public school system. While the New York City public schools have 14 percent of the school buildings in the State, they include 47 percent of the school buildings with heaviest saturations of disadvantaged pupils.

TABLE 11: Number of School Buildings with Relatively Large Proportions of Enrollment Below Minimum Competence in Sixth-Grade Reading

Type of School	Total School Buildings	No. of School Buildings by Percent of Enrollment Below Minimum Competence			
		31-50	51-70	Over 70	Total
Public					
New York City	518	122	129	65	316
All Other	1867	200	45	5	250
Combined	2385	322	174	70	566
Roman Catholic	1079	70	14	8	92
Other Private	170	4	3	3	10
Combined	3634	396	191	81	668

OTHER TEST RESULTS

The percents of pupils below minimum competence obtained on the other tests varied both within and between schools and school systems from the percents obtained on the sixth-grade reading test. However, the Statewide patterns on each test from grade to grade and subject to subject are generally the same as those described in detail for the sixth-grade reading test. The largest deviation occurred in the ninth grade, where the results most likely reflect the selective admission policies of nonpublic schools.

As indicated in Table 12, the percents of all pupils below minimum competence Statewide who are attending public schools increase from a range of 84 - 87 percent for grade 1, 3, and 6 to 94 - 96 percent for grade 9, while the percents attending nonpublic schools Statewide decrease from a range of 13 - 16 percent to 4 - 6 percent. In comparisons by SMSAs and community types (Tables 13 and 14), the percents of pupils below minimum competence are consistent among the seven tests.

TABLE 12: Percent of All Pupils Below Minimum Competence Statewide in First Grade Readiness and Third, Sixth, and Ninth Grade Reading and Aritmetic by Type of School Sponsorship

Grade	Test	Percent of All Pupils Below Minimum Competence Statewide		
		Public	Nonpublic	Total
1	Readiness	86	14	100
3	Reading	87	13	100
3	Arithmetic	85	15	100
6	Reading	87	13	100
6	Arithmetic	84	16	100
9	Reading	96	4	100
9	Arithmetic	94	6	100

TABLE 13: Percent of Pupils Below Minimum Competence Statewide in First Grade Readiness and Third, Sixth, and Ninth Grade Reading and Arithmetic by SMSA

Grade	Test	Percent of Pupils Below Minimum Competence							
		Buff.	Roch.	Syr.	Bing.	Utica	Alb.	NYC	Remain.
1	Readiness	6	3	2	1	1	2	77	8
3	Reading	7	3	3	1	1	3	71	11
3	Arithmetic	5	4	2	1	1	2	77	8
6	Reading	7	3	3	1	1	3	70	12
6	Arithmetic	6	3	3	1	1	3	74	9
9	Reading	7	3	3	1	1	3	71	11
9	Arithmetic	6	3	2	1	1	2	74	11

TABLE 14: Percent of Pupils Below Minimum Competence Statewide in First Grade Readiness and Third, Sixth, and Ninth Grade Reading and Arithmetic by Community Type

		Percent of Pupils Below Minimum Competence						
Grade	Test	NYC	Large Cities	Med. Cities	Small Cities	Village & Lge. Central	Large Rural	Small Rural
1	Readiness	67	9	2	4	12	4	2
3	Reading	57	8	2	5	19	6	3
3	Arithmetic	65	8	2	4	15	4	2
6	Reading	55	8	2	5	20	6	4
6	Arithmetic	59	7	2	4	20	5	3
9	Reading	56	7	2	5	21	6	3
9	Arithmetic	56	7	2	5	21	6	3

SUMMARY

Educational disadvantagement has been defined in terms of performance below established levels of minimum competence on tests of reading and arithmetic achievement administered to all pupils in grades 1, 3, 6, and 9 in New York State in the fall of 1966. The distribution of educationally disadvantaged pupils would, of course, be expected to follow generally the distribution of enrollments in the school districts of the State. Even with due consideration for relative enrollments, however, certain patterns of disadvantagement are indicated.

The public schools have relatively higher proportions of educationally disadvantaged pupils in their enrollments than the nonpublic schools. The schools in the nine counties of the New York City Standard Metropolitan Statistical Area have higher proportions of educationally disadvantaged pupils than other Standard Metropolitan Statistical Areas in the State. And with regard to schools in various types of communities, the largest proportions of disadvantaged pupils are generally found in the city public schools in the 26 counties in the major metropolitan areas of the State. Some 272 school buildings in the State have more than 50 percent of their enrollments educationally disadvantaged, and 71 percent of these schools are in the New York City public school system.

IMPLICATIONS AND FOLLOWUP

Test scores provide only an incomplete picture of any educational situation. They may indicate areas of possible educational weakness, but in themselves they do not reveal causes or suggest remedies. Thus, the 1966 pupil evaluation test results furnish a number of clues as to areas of educational need in the State of New York. The implications for leadership

and action, both in the Department and at the local level, are broad indeed - in terms of curriculum development, supervision, school district reorganization, integration, ESEA projects, and financial aid formulas. What is needed is a careful interpretation of the test results in terms of the specifics and the dynamics of particular school situations. This would hopefully lead to a fuller understanding of the educational factors involved, followed by constructive measures effectively designed to achieve improvement.

SECTION 3: EXEMPLARY AND INNOVATIVE PROGRAMS

PART I. EXEMPLARY PROGRAMS

GIANT STEP
Ellenville, New York

Ellenville combined a corrective reading program with a cultural enrichment program to serve eighty-one educationally disadvantaged students in grades three through seven. Students identified as educationally disadvantaged were those reading one to two years below anticipated grade level according to available school records and teacher evaluation.

The staff consisted of a director, a reading specialist, an art specialist and ten elementary teachers. The reading specialist provided an individual reading diagnosis of each child in the program and grouped the children homogeneously for instruction. The art specialist provided for self-expression and creativity of the students through sculpture, drawing with charcoal and pastels, mosaic and other media to which the children had not previously been exposed.

To improve the reading proficiency of the children, this afterschool program provided two hours per week of tutorial reading instruction, one hour of art instruction, and numerous field trips. The teachers were encouraged to use the "experience approach" and integrate the cultural program and field trips into their classroom instruction. In this way students were given a chance to verbalize firsthand experiences and then use their new vocabulary and concepts to write about the experience as a group. These same stories were also used in teaching basic skills. The teachers also had available appropriate instructional materials consisting of books, phonetic materials and audiovisual aids such as tape recorders, filmstrips, projectors and phonographs. Special care was taken to see that the materials were not the same as those used during the regular school program. This program was extended to include a four-week morning summer session; the same students and teachers participated.

Perhaps the best criterion of evaluation was the change evidenced in the children on individual evaluation forms. Improvement was noted in attitudes toward school, self, teachers, peers and learning. Some behavior problems have disappeared completely. Regular classroom teachers have indicated that Giant Step students have applied experience gained in Giant Step to classroom work.

In addition, the program has resulted in:

1. above average attendance

2. improved academic achievement (over the six month period the mean gain on both the vocabulary and comprehension subtests of the Nelson Reading Test was nine months)

THE IMPROVEMENT OF PHYSICAL AND MENTAL HEALTH OF ECONOMICALLY AND SOCIALLY DISADVANTAGED STUDENTS
Gloversville, New York

This program involved 405 children representing all of the Gloversville public schools (nonpublic school officials elected not to participate). Emphasis was on a team approach to the problems of disadvantaged children. A pupil personnel team was formed; it consisted of a social worker, a psychologist, an elementary guidance counselor (funded under Title I) three school nurse teachers, and an attendance teacher (funded by the school). Program objectives were as follows:

1. Improved attendance
2. Better school-home-community relationships
3. Improved perception of self and school
4. Improved school holding power

During the summer of 1966, the pupil personnel team selected children to participate in the program. Selection criteria included teachers' records, test data, and recommendations of teachers or other personnel. During the school year, members of the pupil personnel team worked with students, usually on an individual basis and occasionally in small groups. Each team member worked in his own area of specialization; the tendency was for a child to work with more than one team member. Weekly case conferences were conducted; the most needy cases were discussed by team members and by the children's teachers and principals.

Elementary guidance and social work services have not been available previously in Gloversville. The major focus in this program was on cooperative, coordinated services designed specifically to meet the needs of individual children. While longitudinal evaluation will be necessary to obtain objective results, all personnel involved felt that the program was effective in meeting the needs of the children served.

* * *

TUTORIAL READING
Mount Vernon, New York

This program afforded an opportunity to promote integration activities while providing individualized reading instruction. The staff was comprised of twelve master teachers and 165 student tutors who served 165 elementary children in six innercity schools.

The program was designed to increase reading speed and comprehension and to improve attitudes toward books and libraries. In addition, emphasis upon developing self-esteem and identification with school was stressed.

Selection of participating students was based on a homeroom teacher's evaluation of the child's reading level and individual needs. The tutors were chosen from among high school students of middle and upper class backgrounds. It was expected that beneficial social and racial

relationships would result from the mixing of the tutors with racially segregated and culturally deprived charges.

Each child was assigned a tutor by a master teacher. The tutor met his charge once a week. In addition to correcting reading disabilities, tutors were encouraged to use the "Big Brother" or "Big Sister" approach in their meetings. Throughout the program, student progress was monitored by the homeroom and master teachers and constant feedback occurred between tutors and teachers.

A strong community interest was developed in the program. This was manifested through weekly meetings of tutors at the YWHA, at which time the community aspects of the program were discussed.

The success of the program was evidenced by the development of friendships between students and tutors. Tutors provided toys, clothing, and even visits to the local pizza shop. In this way, rapport was established between white and Negro children.

Any objective evaluation of achievement is difficult to assess due to the once-a-week tutorial period. However, postproject reports by homeroom teachers indicate an improvement in school attendance, interest and work habits. Moreover, many participants evidenced growth in self-esteem.

* * *

PRESCRIPTIVE CLINIC FOR PRESCHOOL AND KINDERGARTEN CHILDREN
Nanuet, New York

The Nanuet School District conducted a summer program for preschool and kindergarten children to diagnose and correct behavioral problems to increase the children's likelihood of success in school. Seventy-one children, including 24 from the St. Agatha Home for Children, were served by a project director, six classroom teachers, six teacher aides, a psychologist, and special teachers in art, music and physical education.

Preschool children were selected to participate on the basis of:

1. parent responses to a "School Readiness Checklist"—evaluated by the psychologist.

2. performance in an observation class—evaluated by the psychologist and a demonstration teacher.

The kindergarten children (prefirst graders) were selected by the psychologist and their kindergarten teachers. These children were judged deficient in general school adjustment. The 24 children from St. Agatha's were screened and selected by the staff at the Home.

The content of the program was twofold: the preschool section was devoted to acquainting the child with the first weeks of kindergarten; the kindergarten was designed to prepare the children for first grade experiences. Both phases were constructed to create favorable attitudes

toward school and to provide successful school experiences for the children involved. Program content varied depending upon the individual needs of the children.

Although a complete evaluation will require analysis of followup data, this program was selected as exemplary in content and implementation by the State Education Department's Bureau of Early Childhood and Parent Education.

* * *

INTENSIVE READING
New Rochelle, New York

The four-strand reading program discussed below represents the primary focus of the New Rochelle Title I program for 1966-67. The State Education Department's Bureau of Reading Education has indicated that this program contains both innovative and exemplary features. The total program involved 2,818 children -- 1,486 from nonpublic schools and 1,332 from public schools. Staffing included a program director, a fulltime secretary, a bookkeeper, a clerk-typist, nine reading teachers, twenty other professional personnel, and eleven teacher aides. In addition, 220 elementary school teachers received inservice training in reading instruction.

Strand 1: Curriculum Design and Inservice Training

Five innercity traget schools were involved in this program. All teachers of grades K-3 in these schools met for one hour a week with a reading specialist; during this time, inservice training was conducted. Areas discussed included curriculum guides, new techniques in reading instruction, creation of original materials, idagnosis of reading difficulties and attitudes towards the disadvantaged child. During thid one hour per week, the teachers' elementary classes were conducted by special personnel who presented cultural enrichment programs. The specialist also visited individual classrooms to observe teaching practices and to demonstrate special teaching techniques. Although an evaluation of the program cannot be achieved without followup data, preliminary indications are that the program was well-received. Plans are being m made to continue and to expand the program.

Strand 2: Reading Program for the Nonpublic Schools

One hundred ninety-nine children participated in the reading phase of a multifaceted program which involved a total of 2,500 children in the nonpublic schools. Work in reading was concentrated in the lower grades, with the purpose of preventing potential reading retardation. Much of the material used was prepared by the teachers, under the guidance of reading specialists,and oriented to the needs of individual children. Standardized test data revealed that children's gains in reading achievement were

greater than would have been expected without such a program. During the six-month program children's gains in reading achievement ranged to nine months.

Strand 3: Intensified Reading and Research Programs at the High School Level

Sixty-three senior high school students participated in this phase of the program. Seventeen students in grades 11 and 12 who were college-bound members of the "Future Teachers of America" Club spent their free periods tutoring, on a one-to-one basis, tenth grade students who were in need of academic help in reading. An additional fourteen tutors were high school students whose reading achievement was from one to four years behind grade level. These students tutored elementary school children who needed reading instruction. The tutees were elementary school children who needed both assistance in reading and the opportunity to develop a personal relationship with an older "brother" or "sister." Both phases of the program were judged highly successful by teachers, administrators, students, and parents. Program implementation was delayed until March 1967, but even this short period of instruction produced remarkable gains in the achievement of the elementary tutees. Gains were not confined to the reading area; teachers reported increases in arithmetic achievement and particularly in behavior and attitudes toward school. Teachers of the high school tutees reported considerable improvement in weekly test and final examination grades. Of the fourteen high school students who tutored elementary school children, nine showed improvement in school marks while three remained the same and only two showed declines. The program is to be continued and expanded in 1967-68.

Strand 4: Summer Reading Clinic

This program was planned and designed to help the elementary-age student considered to be a "hard-core" reading problem. Participating were 194 children referred from grades one through six. Selection was made on the basis of standardized test scores, teacher and principal evaluations, and evaluation of potential parent cooperation. Besides the reading teachers, staffing included a psychologist, a social worker, a physical education teacher, a nurse teacher, a library aide, and a guidance counselor intern. While the program was focused on reading difficulties, auxiliary problems were identified and treated in an effort to improve both attitudes toward school and overall achievement. Evidence indicates that children with reading disabilities can be helped by small group instruction, activities conducted by specialized personnel and designed to meet individual needs.

COORDINATED SUMMER PROGRAM
Rhinebeck, New York

Sixty-eight neglected children, most of them between the ages of seven and thirteen, participated in this four-phase program. Activities offered were camping, photography, music and field trips; none of these is a part of the regular program at the Astor Home for Children. Staffing for the program included the institution staff and eight teacher aides.

The camping program was conducted both on and off campus. Children were instructed in camp skills; some children were afforded an opportunity to camp on the grounds of the institution. Others, in groups of four or five, took part in three-day camping trips at an off-campus site.

The photography and music programs were offered to selected children; one objective was to provide an opportunity for these children to excel in some field of endeavor, thus improving self-concepts. Children were instructed in developing, printing, and enlarging pictures; each child in the photography program was given film and a scrapbook. The children in the music program were instructed in piano, guitar, drums, or singing. In addition, all of the children were offered a course in music appreciation; various types of music, from folk to classical, were presented.

Each child participated in two educational and cultural field trips during the summer. Some of the places visited were the New York State Aquarium, the Statue of Liberty, Fort William Henry, and Radio City. Four boys also received a special three-day trip to Washington, D.C.

The entire program was felt to be extremely successful and beneficial. Most of the children were emotionally, educationally, and culturally deprived; they were able to develop pride in their new skills and to broaden their cultural experiences. The project will be continued and expanded next year.

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READING CENTERS
Tonawanda, New York

Under Title I funding, the City School District of Tonawanda established five reading centers to house a comprehensive reading program. The program consisted of a Preventive Reading Program in the elementary schools and a Corrective Reading Program on the secondary level.

The objective of this program was to upgrade the reading ability of those children not reading at a level commensurate with their I.Q.'s. To effect this the following means were used:

1. Teachers were allowed additional time to plan reading instruction by being freed from routine nonprofessional tasks through the use of teacher aides.

(2)

2. Reading resources and materials were pooled and coordinated.

3. Classroom teachers were afforded specialized assistance in reading instruction.

Three hundred five students ranging in age from 6 to 18 years received reading instruction. Preliminary diagnoses were based on results of standardized achievement tests and recommendations by the school psychologist; final selection was determined through careful screening by reading specialists.

Fourteen teacher aides were recruited and trained to assist the six reading specialists. An inservice program for 134 elementary and secondary teachers was conducted to enlist the cooperation of the general faculty. The services of a reading consultant from the State University of New York at Buffalo were recruited to assist reading teachers and advise on available reading resources.

In the four elementary centers, students received daily individual instruction from teacher aides to improve letter recognition, word recognition, and habits of attention. In the secondary reading center, specialists instructed students in groups of 15 or individually.

The program was intensified and extended to include English, social studies and science. Some teachers in these subject areas were assigned reading groups and taught reading and study skills related to their subject specialties. The school librarian made available a supply of high-interest low-vocabulary materials to support these areas.

Student progress was evaluated through informal and formal inventories such as the Spache Reading Test, the Botel Reading Inventory and the Lorge Thorndike IQ (Form 4-A-Verbal). Gains in reading ability as measured by these instruments ranged from 1½ to 3 years during the school year. During the year twenty-nine children returned to regular classes and all are achieving at a satisfactory level.

The quality of the staff and the effective utilization of the high-quality materials in the centers prompted the State Education Department's Bureau of Reading to recommend this program as exemplary.

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WORK-STUDY PROGRAM FOR THE MENTALLY HANDICAPPED
Waverly, New York

Thirty children were involved in this program; fifteen were of junior high age and fifteen of senior high age. All were public school children, though some were from families whose other children attended nonpublic schools. Two teachers and the project director were the only staff involved directly.

Waverly's program is a continuing one and involves several phases. Children who are identified as being "educable" enter the program at junior high age. During the first year or two, they remain in a special class

situation with emphasis on basic academic skills. The senior high curriculum is community oriented with emphasis on practical training which will be of help in employment situations. For example, a mathematics curriculum would include such items as making change and keeping a checking account. Both programs also focus on inter-personal relationships and preparing the student for life in the community after high school. As students become ready for trial employment they are employed by the school for one hour a day. They continue working in the school from one to three hours a day and then advance to a situation of part-time school and part-time work, generally in filling stations, restaurants and retail stores.

The housing of this senior high class in a secondary building has lent status to the group by providing opportunities for daily intermingling with their peers, as well as meaningful shared learning experiences.

This program has had great success in producing employable youngsters; many who begin work on a trial basis are kept on when they finish the school program.

PART II: INNOVATIVE PROGRAMS

PROJECT HORIZON
Buffalo, New York

Project Horizon was designed to combat the cultural deprivation of some 15,000 children in Buffalo's 53 "Target Area" schools, 29 of which are public and 24 parochial. The program consisted of ninety 30-minute television programs sponsored by the Buffalo public school system and produced by WNED-TV, the local educational channel. The series of programs, entitled "Mr. Whatnot," was designed primarily for children in grades K-3. Televisions were provided to some of the target schools which lacked them. Children in all schools in the area were able to view the series. Programs were shown Mondays, Wednesdays, and Fridays beginning October 17 and continuing through the school year. Each half-hour segment was broadcast three times on one day. In this way the entire community benefited.

"Mr. Whatnot" was played by John E. Paupst, Jr., who is also supervisor of the mentally retarded for the Buffalo Public Schools. The program had two main objectives: (1) to overcome cultural deprivation of children by supplying, in an entertainment medium, programs designed to expose such children to various areas of cultural content; (2) to motivate children toward a continuing and developing awareness of the enriching effects of the areas featured on the programs. The content of the series included storytelling, puppets, live animals, musical segments, filmed field trips, art, simple crafts, objects from foreign countries, ballet, health and safety, manners, citizenship, and home economics.

Evaluation forms were distributed to both principals and teachers. More than 90 percent of the teachers and 99 percent of the principals involved responded positively to the program series. Plans are being made to expand the program for the 1967-68 school year; the 90 programs will be repeated, and 50 additional ones are planned.

The entire program was innovative and exemplary. The attempt was not to instruct directly in any single subject discipline, but rather to make the series fully competitive with commercial television by means of its entertainment approach. Success in achieving this goal is indicated by the fact that 94 percent of the teachers involved recognized educational values in experiences which students considered recreational.

The 1967 Ohio State Award from the Institute for Education by Radio-Television was awarded for this program.

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CURRICULUM REVISION FOR THE MENTALLY RETARDED
Gouverneur, New York

As part of a continuing awareness of the need to refine curriculums for the mentally retarded, the Gouverneur Central School District employed $3,500 of Title I funds to develop a preprimary curriculum in the summer of 1967.

The need and desirability for a preprimary program was indicated by the school faculty. The teachers felt that beginning school children functioning at the primary level (mental age three to four years) and those evidencing emotional problems should have a special curriculum to enhance their adjustment to the primary school environment. Consequently, a committee of four special education teachers, a music teacher and a project supervisor designed a curriculum emphasizing the development of attitudes and skills.

Keeping this prime objective in mind, the planners constructed units in social training, mental health, self-care and related areas. A variety of activities and an extensive collection of resource materials were selected for each unit. A major effort was made to review resource materials offered by publishing houses and supply firms.

No assessment of this project can be made until the curriculum is implemented. However, school personnel indicate a continuing resolve to upgrade the school's total curriculum. It is anticipated that the implementation of the curriculum will eventuate in revision and refinement so that improved service to the mentally retarded will result. Specialists in the State Education Department's Bureau for Mentally Handicapped Children have cited this course guide as the first of its kind in the State. This development and its subsequent revisions should serve as guides for future program development.

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PUPIL TRANSFER PROGRAM
Rochester, New York

This pupil transfer program represents a major innovation in relationships between an urban and a suburban school district and holds promise of providing a method of correcting racial imbalance in both suburban and urban school districts.

Twenty-five innercity first grade children were sent on a voluntary basis to six suburban schools in September 1965. In September 1966, an additional twenty-five children began this expereince at grade one, while twenty-one out of twenty-four pupils from the first group advanced to grade two. At the conclusion of the 1966-67 school year, forty-four of the fifty children in the program were scheduled to return to the suburban school.

The basic purpose of the program is to improve the educational opportunities for both urban and suburban children. Both groups of children were attending school in racially imbalanced settings -- one predominantly Negro, the other all white. Neither group had a full opportunity to become acquainted with children from a variety of cultures.

The pupils selected were considered average or above average in ability and achievement by their kindergarten teachers. Of fifty children selected each year, half were randomly assigned to participate in the program while the other half served as a control group in the innercity school.

Pupils in the experimental and control classes were compared on reading and arithmetic achievement (as measured by standardized tests), attendance records, promotion rates, social growth, and work habits. The sociometric structure of the classrooms where the experimental pupils were placed was studied at each grade level. Observational data were also supplied by the building principals and teachers in the receiving schools.

The academic achievement of pupils in the experimental and control groups at grades one and two was compared utilizing data from the following standardized tests administered during the school year:

1. The Metropolitan Readiness Tests (Administration Dates: Present Grade One - September 1966; Present Grade Two - October 1965)

2. The Science Research Associates Reading Achievement Tests (Administration Date: Present Grade Two - May 1966)

3. The Metropolitan Achievement Tests, Primary I Battery (Administration Date: Grade One - May 1-12, 1967)

4. The Metropolitan Achievement Tests, Primary II Battery (Administration Date: Grade Two - May 1-12, 1967)

The statistical technique used to analyze the data at each grade level was a one-way analysis of covariance with the total score from the Metropolitan Readiness Tests as the covariable and each subtest of the Metropolitan Achievement Tests as an independent criterion measure.

The test data for the past two years at grade one and this past year at grade two show that the achievement of the transferred pupils is approximately equal to, and in some instances higher than would be expected had these pupils remained in the innercity school.

At first grade level last year, the experimental group had significantly higher achievement than the control group on three of the seven subtests

(SRA Language Perception, Reading Comprehension, and Reading Vocabulary). The data for the past school year show that the reading achievement of the transferred pupils was significantly higher in one case (Word Discrimination at grade one) and that arithmetic achievement was higher at both grades one and two.

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SOCIAL SELF-REALIZATION
Yonkers, New York

Sixty-five neglected children from the Leake and Watts Children's Home participated in this summer program. The children ranged in age from 9 to 16; they were selected on the basis of test results, referral by specialists, and expression of interest. Program staff included a supervisor, an occupational education teacher, a vocational teacher, three remedial reading teachers, five teacher assistants, and two clerks.

The objectives of the program were as follows: (1) to improve the children's understanding of training and employment as it relates to their abilities and skills, (2) to improve beginning job skills, (3) to improve reading achievement, (4) to improve self-image, and (5) to raise occupational and/or educational aspiration levels.

Program content was organized around several major emphases. Remedial instruction was provided on an individual basis; reading was stressed, and some mathematics were included. Occupational education sessions were conducted, with lessons employing games, charts, photographic displays, and tape recordings. Students used sociodramatic methods of enacting interviews and job situations and constructed classroom models of job sites. They also visited job sites in the community. These activities were directed toward increased understanding of the individual's need for productivity and the interdependence of productive people. In the vocational phase of the program, students were assigned to maintenance and repair work on the institution grounds; work assignments were on a contractual basis and students were paid. Since academic skills were necessary in reading directions and performing arithmetic calculations, an opportunity was afforded for instructors to demonstrate the interrelationship of school work and job situations.

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COLLEGE DISCOVERY AND DEVELOPMENT
New York City

This program of intensive instruction and guidance is designed to prepare youngsters of high school age to enter college. The program was initiated with approximately 580 tenth grade youngsters in September 1965 in one school in each of the five New York City boroughs. The program was recycled in September 1966 to include 475 tenth graders. In 1967 an additional tenth grade class of about 300 is enrolled.

The student selection criteria are as follows:

1. The student must be in the ninth grade with high potential and low achievement -- a class average of 80 is maximum.

2. The income per family member must not exceed $33 per week (the median income per family member of students in the program is $18 per week).

3. Students with serious emotional pathologies are excluded.

The ethnic composition of this selected student group is as follows: 44% Negro; 21% Puerto Rican; 35% other (children from institutions for the neglected and delinquent, recent European immigrants, recent Oriental immigrants, very low socioeconomic status native white). Each student is guaranteed admission to some unit of the City University of New York at the completion of the "Discovery" program.

To serve this program, 12 additional teachers, one teacher-coordinator, 2 guidance counselors and one secretary, have been added to the staff of each of the five high schools. In addition 14 college professors from City University serve on a regularly scheduled basis as part-time curriculum consultants to the classroom teachers. The City University provides the Director and Central Research Staff for the program. The program provides for intensive instruction in small classes (maximum 18), the use of enrichment materials, and some of the newer media to facilitate learning (films, radio, TV programs, programmed instruction). The full time, trained counselor carries a case load varying from 100 to 130 students. Supervisors of guidance from the New York City school system are assisting with the supervision of the guidance services, and representatives from the Guidance Division of the City University are serving as resource people to the Guidance Staff.

The program includes trips to places of interest - colleges, special schools, libraries, museums, art galleries and business firms, and it provides for attendance at the theater, ballet and concerts. It further includes newspaper subscriptions, the distribution of pocket editions of books and special science materials. There will also be audiolingual equipment. Students from the four city colleges are serving as tutors to the pupils in this program.

Some evidence of the effectiveness of this program is available. Of the 580 students initially enrolled in tenth grade in 1965, 489 are enrolled in the twelfth grade this fall. Of the approximately 20 percent who dropped out, one-half left the program because of family mobility. Eighty percent of this class are still at a high level of academic achievement and performing successfully. Objective measures administered to these students at the beginning of the program, and evaluation on the basis of available research revealed all of them to be potential dropouts. Other important outcomes of the research generated by this program are (1) it appears that the damages these children have incurred in their

early years must be remedied before the achievement dimension can be attacked directly, and (2) examination of the abstract-concrete dimension of their themes does not support the notion that these children are essentially concrete thinkers, but rather that they have difficulty in expressing their abstract ideas.

This program should shed additional light on the discovery, assessment and realization of pupil potential. Many of the practices developed in this program have been adapted for use in the more extensive College Bound Program which begins this fall in 24 high schools.